

VOCATIONAL EDUCATION
IN URBAN AREAS

SCHOOL DECENTRALIZATION

VOLUME 1

ILLINOIS COMMISSION ON URBAN EDUCATION

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VOCATIONAL AND TECHNICAL EDUCATION IN URBAN AREAS

A Report of the Illinois Commission on Urban Education
Stanton Leggett, Consultant

SCHOOL DECENTRALIZATION

An Interim Report to the Illinois Commission on Urban Education
James Elsbery, Director
Department of Urban Education
State of Illinois, OSPI

VOLUME I OF THE REPORT OF
THE ILLINOIS COMMISSION ON URBAN EDUCATION

March, 1973

The Honorable Bradley M. Glass
The Honorable Gerald A. Bradley, Co-Chairmen

INTRODUCTION

The second Commission on Urban Education was created by House Bill 1744 introduced on April 16th, 1971, and signed into law by the Governor on September 10th of that year. This Commission continued the work of its predecessor and was charged specifically "to study and aid in the development of urban education in the State of Illinois." Under the mandated orders of responsibility the Commission was to continue a statewide study of urban education needs in the following policy areas:

1. Fiscal policies
2. Accountability
3. Teacher training and certification
4. Research and experimentation

Further, the Commission was to undertake study in "any other areas determined to be relevant to the achievement of effective urban education in the State of Illinois."

Commission membership consists of five members of the Senate, five members of the House of Representatives, and four public members, as follows:

<u>SENATE</u>	<u>HOUSE</u>	<u>PUBLIC</u>
Meade Baltz*	Donald Arnell	Donald Eslick
Karl Berning	Gerald Bradley	Edward Marciniak
Robert E. Cherry*	John E. Porter	Merrill Ottwein
Bradley M. Glass	Genoa S. Washington*	James E. Peterson
Harber H. Hall		
Thomas C. Hynes		
Richard Newhouse		
John J. Nimrod		

Officers of the Commission are: Co-Chairmen Representative Gerald A. Bradley of Bloomington, Illinois

Senator Bradley M. Glass
 of Northfield, Illinois

*former member

Secretary

Mr. James E. Peterson, Chicago

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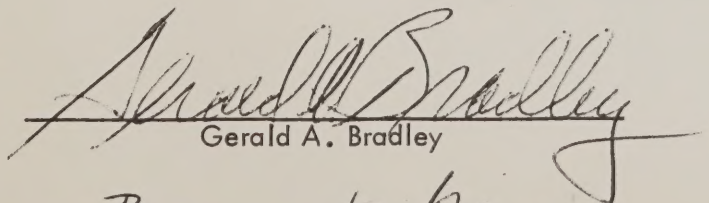
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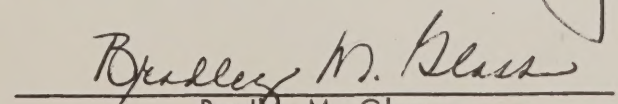
The Commission organized and began its work with an initial meeting on February 3rd, 1972. Thereafter, through sixteen Commission meetings, reports, testimony, and data were reviewed by the Commission on two major topics:

1) vocational education and 2) accountability. In addition, a number of meetings were devoted to interim reports from the Department of Urban Education, OSPI. In the course of the Commission deliberations, expert witnesses were heard on matters of Commission concern.

The final report of this Commission consists of two volumes, each containing two sections. Volume I includes a consultant report on vocational education prepared by Stanton Leggett and Associates, Inc., Educational Consultants, and an interim report on the school decentralization experiment conducted by the Department of Urban Education, OSPI, under the direction of Dr. James Elsbery. The Commission's report recommendations on vocational education are included in Volume I. Volume II consists of a consultant reports on educational accountability prepared by Dr. William Hazard, Professor of Education, Northwestern University and a report on "Innovations in Metropolitan Chicago Private Schools" by Dr. Barney M. Berlin and Dr. Allen C. Ornstein of Loyola University. The recommendations of the Commission on educational accountability and innovative practices for the state public school system are included in Volume II.

The report form is designed to encourage effective use of these materials by legislators, educators, school board members, and other interested citizens in the state. The Commission encourages thoughtful review of this two volume report and expresses the hope that improvements in urban education in the State of Illinois will result from the Commission's efforts.


Gerald A. Bradley


Bradley M. Glass

The following is a list of the names of the persons who have been

admitted to the membership of the Society since the last meeting.

The names of the persons who have been admitted are as follows:

1. Mr. J. H. Smith, of the City of New York.

2. Mr. J. H. Smith, of the City of New York.

3. Mr. J. H. Smith, of the City of New York.

4. Mr. J. H. Smith, of the City of New York.

5. Mr. J. H. Smith, of the City of New York.

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25. Mr. J. H. Smith, of the City of New York.

VOCATIONAL AND TECHNICAL EDUCATION
IN URBAN AREAS OF ILLINOIS

A REPORT
OF THE
ILLINOIS LEGISLATIVE COMMISSION ON URBAN EDUCATION

The Honorable Bradley Glass
The Honorable Gerald Bradley
Co-Chairmen

March, 1973

Stanton Leggett
Consultant

VOLUME I

TABLE OF CONTENTS

REPORT OF THE COMMISSION ON URBAN EDUCATION ON VOCATIONAL AND TECHNICAL EDUCATION IN URBAN AREAS

The Problem	1
Goals for Career Education	8
Priorities for Career Education	12
Recommendations for Improving the Systems for Occupational Information and Career Choice	13
Recommendations for Improving Vocational Education Delivery Systems	16
Recommendations for Developing Alternative Delivery Systems for Vocational Education	18
Recommendations Regarding Allocation of State Financial Resources for Urban Vocational Education	23
Recommendations Regarding Evaluating the System of Vocational Education	26
Recommendations Regarding the Use of Urban Programs in Vocational Education	29

STATUS REPORT TO THE COMMISSION ON URBAN EDUCATION

Prescribed Legislative Functions	31
Prescribed Commission Subjects of Study	32
Ongoing and Completed Activities	34
Ongoing Activities for Local School Grievance Study	36
Projected Activities	36
Appendix A: Senate Bill 805	38
Appendix B: Guidelines for Decentralization Study	42

THE PROBLEM

One of the serious problems of our time is found in the shrinking opportunities for young people in the urban areas of the United States and Illinois. It is incredibly worse when young blacks and young Spanish speaking people alone are concerned. If you think Chicago has troubles, look at East St. Louis.

This report deals with some straightforward, modest proposals for specific steps to be taken in Illinois urban areas to try to increase the opportunities for young people through more effective vocational and technical education. This is only one mode of attack upon the problem. The school systems cannot accomplish much alone. The overall problem is of far greater gravity, deserving the full attention of the people of our State.

Currently, the Federal government is moving away from funding specific programs and turning to revenue sharing. One test of the quality of the State, its people and its leadership, will be the effectiveness with which it creates and organizes solutions to such deep-seated problems, puts programs into action, and produces effective improvement in the situation facing youth in our urban centers. We are all accountable.

To design ways to be of help to urban youth, we must recognize the problems they face. These are, according to Havighurst and others:⁽¹⁾

- (1) Deep unemployment of youth, particularly in urban centers and most particularly among minorities, which makes it impossible for many dropouts or graduates of schools to become independent, self-sustaining people.
- (2) Early marriage is much less of a path to adulthood for girls.

⁽¹⁾Havighurst, R.J., Graham, R.A., and Eberly, D.; "American Youth in the Mid-Seventies"; *Bulletin*, National Association of Secondary School Principals, Vol.56, No. 367, November 1972.

- (3) The way to self reliance seems now to be almost solely through schooling, and the schooling is doing little for many who stay in school.

It is hard to get to reliable data on unemployment among minority youth in the inner city. Havighurst⁽²⁾, in dealing with national statistics, points out that:

"The peak level of unemployment for persons not in school now occurs at ages 18 and 19; it's roughly 16 or 17 percent for males and a little more for females, with blacks having double the unemployment rate of whites. The problem is particularly acute in large cities; in some metro areas of New York City, for example, almost half the young people 15 through 20 are out of school and unemployed."

Since 1960 there has been a sharp drop in the number of young women who by age 20 have married. The unemployment among young women is now greater than among young men, whereas in 1960 very few young women were unmarried, out of school and out of work.⁽³⁾

There has been a conscious effort to persuade young people to stay in school longer. As Havighurst points out⁽⁴⁾

"Leaving high school before graduation to go to work is now viewed as undesirable, though more than half of America's young people did that as late as 1940. Formal school has almost totally preempted other, more traditional, routes to adulthood, but formal schooling is doing nothing for a large part of the population 15 through 20 -- they've dropped out -- and it is not doing very well for another large group, those who stay on in school, graduate, but get little from it."

The number of young people who have reached at least high school graduation has increased from as stated above, less than half in 1940 to 80% in 1970. Part of this has been the effect of the phenomenal spread of the community college program. Part has been the propoganda to stay in school. All of this has operated to separate young

(2) Havighurst, et. al., op.cit., p. 3.

(3) Havighurst, et. al., op.cit., p. 3.

(4) Havighurst, et.al., op.cit., p. 3.

people from the labor market causing more students to leave formal education at much older ages.

Schools, as institutions, are slow to change. There is little doubt that the traditional academic program that is so preponderant a characteristic of the usual high school has little appeal to many of the schools new clients, who in previous years dropped out to early jobs or early marriage. The role of schools in providing a credential, a diploma, that will presumably make students acceptable to employers has taken on, in these circumstances, a ritual or ceremonial quality that further restricts the help that schools can provide to increase the alternatives open to young people. In brief, the schools still offer academic, often abstract, learning, which has little meaning to increasing numbers of non-academic students forced to cling to the schools to gain some kind of accreditation for the real world outside the schools.

Vocational and technical education is part of the answer. Such training must be modern, closely related to the real needs of business and industry, and related to jobs offering opportunities for advancement. It must be interesting, mixed with actual experience in the field, organized so that if the student leaves school he still will have acquired some level of skill, and, in short, part of a process by which the adult society helps all its young grow to independence.

General education, constituting a large part of the day of a student who is learning an occupational skill, can be far more than routine courses in English and social studies and science. Approaching the kinds of problems young people will face such as the role of change, the problems of technology, communications and media, and similar topics may, if created in settings young people can identify with, prove a productive way to organize knowledge. Certainly, the need for command of basic skills of reading, communicating, and mathematics in successful careers is obvious. The ways in which these skills are learned

and relearned by young people from disadvantaged backgrounds is not clear. However, creating ways in which the teacher of the basic skills works closely with the teacher of the vocational skill has been shown to be fruitful. Students, also, can teach students and both profit. The urban schools need encouragement, support, and help in finding appropriate ways to cause students really to want to learn skills that, in school, seem to lack meaning.

Good vocational education starts with young children and, as a part of their education, helps them to learn about jobs and social security and what life is like in the world of work. Good vocational education means information about the kinds of jobs there are, how to get into the job, how to use the first job as a step up the job ladder, how to develop a job game plan, what it takes in a chosen area to get a job and to hold it, and what the chances are in terms of the labor market. All the studies indicate that this is an area of weakness, where perhaps the efforts of the State of Illinois should be focused. There is a great need for accurate, usable information that can help young people in career planning.

"Training for what?" is a question when the answers change with the job market. In Chicago, for example, eighty percent of the budget in vocational instruction was applied in the following fields in the order in which they are listed:

- Business Education
- Home Economics
- Drafting
- Industrial Arts
- Computer Education
- Graphic Arts
- Woodshop
- Automotive
- Electricity
- Machine Shop

The occupational offering must relate to basic trends in the job market, should reflect jobs where there is opportunity to grow and improve one's standing, and should be appropriately

diversified as is the job market. Relating job training to manpower needs and students' aspirations is a difficult task and only recently have there been sustained efforts to do this on a reliable and predictable scale. Much needs to be learned.

The list of major training areas cited above seems limited, looking more to the past than the future. No doubt great effort needs to be made in relating training to opportunity.

There is a special area that deserves comment that has not been analyzed in detail by this Commission. It would appear that the far-reaching changes caused by the heavy commitment of Illinois to the junior college or community college movement has been made without development of the vocational training missions appropriate to the community college as compared to the high school. In our usual careful pattern, this has resulted in an increasing shift of occupational education to the college years, where the students must go to school longer at the more expensive level in order to get the necessary training. Part of this costly process comes from the sheer perversity of things and some is related to the tendency of any group of technicians to professionalize their work by demanding more and longer training to join the select few.

(5)
An example is given by Ehrenberg⁽⁵⁾ who pointed out that the junior colleges were taking over the function of training for medium and high skilled occupations largely in the newer areas of technology while the high schools became trainers for low level and traditional jobs. These frequently are the jobs that become technologically obsolete and where the least opportunities exist. He gives as an example, the health occupation field where the high schools now train "aides" and the community colleges train technicians. The aides jobs are low paying, requiring little training for which much training is offered.

(5) Ehrenberg, C. Joseph & Associates, "A Special Analysis of Vocational Education in the City of Chicago". Report prepared under contract with the Illinois State Board of Vocational Education and Rehabilitation, July, 1971, p. 26.

There is little relationship between high school and college. The routes to upward mobility in the health occupations are not explored.

Further study should be given to the mission of high school and community college in this area. Should many occupations, now taken over by junior colleges, be taught at the high school level instead, saving years of student time and countless dollars? What kind of interrelationship should exist so students can gain a better understanding of where to get training and how to keep moving up the ladder of occupation?

The matter of programs for training at the high school level is important as is the way training is packaged. Now most vocational work offered in the high schools is done in the eleventh and twelfth grades. Many students drop out before these years arrive. The first two years of vocational school are spent in try-out experiences.

Contrast this with a vocational education program made up of blocks or modules of skills learning. Students could start a sequence of modules; having learned some level of skills, stop to take a job, return to school to pick up the next modules either at night or day; continue into junior college on a combination of work and learn; and return from time to time to gain new skills. This kind of a program can be provided in urban schools, has been done in some, and offers a flexible entry and exit to the world of work that has a greater realism than the rigid, traditional program now in vogue. Just the fact of having "graduates" come out of the schools year-round instead of being bunched in June would help greatly in moving students from school to work.

The schools operate educational programs for which there is increasing call for accountability. This means that schools should prove that what is being done is useful and successful. Education has been picked to be a guinea pig in America for a strict kind of accountability.

While this area is controversial and may prove to be a masterful bureaucratic jungle, the area of vocational and technical education is a natural for pilot approaches to accountability. It is relatively easy to evaluate the acquisition of occupational skills. Successful employment is another measure that brings in the shared nature of accountability. Society must produce the jobs and education, the trained workers.

This approach to vocational education as expressed in the recommendations that follow can be construed as a beginning exercise in formulating a pilot model of accountability in urban education in Illinois.

SUMMARY AND RECOMMENDATIONS

GOALS FOR CAREER EDUCATION IN

URBAN AREAS IN ILLINOIS

1. Provide Young People with Good Information About Jobs

All young people should be provided information in a readily usable form and should be able to use realistic information about the various kinds of jobs available in the world of work, now and expected in the future, together with periodic appraisals of short term and long term job openings.

Young people from the poverty culture have little opportunity to learn about the fantastic variety of jobs available in the world and even less belief that they have a chance to get all but the most limited kind of job.

Part of the task of providing students with information is to do this in a way that is realistic, and that convinces young people that they can make it. This suggests that information programs should include systematic insertion of young people into the real world, with the advice and help of similar people with strong and recent experience in business and industry.

2. Help Young People Make Wise Career Choices

Young people need tools and help in making career choices. They also need practice in order to become more skilled at making decisions. We know that career choices will change during a lifetime, even on the part of the most organized person, but all young people should continuously be planning a career, working toward its achievement, and

replanning as time and circumstances change.

This suggests that the usual vocational program, emphasizing a single, long term path to a job, is simplistic and limiting to students. Flexible, individualized, modular kind of building blocks to career skills represents a much more realistic approach and one that allows young people to experiment and try out career patterns without forever being returned to the beginning to start over again.

3. Provide All Young People With Opportunity To Learn Salable Skills

A young drop-out from school should leave armed with a skill that is useful in the world of work and that is one that he can sell to an employer. The effectiveness of the training is that he sells it and gets a job. This is a shared responsibility, for the society must have a job for him.

A student studying engineering could obtain salable skills in a machine shop for example, that will help him if he needs a job and that will also be related to engineering skills as he acquires them.

Students should leave high school or community college with a clear idea of jobs that are available, with successful career planning experience where he relates himself to work, and with an education in careers where he gains skills that will make him a vocationally effective person. A regrettably large number of students now leaving high school or community college fail to meet these characteristics.

A wide variety of ways exist to meet these urgent needs both in school and out. Students should be given credit for out of school experiences that contribute to reaching this goal. Summer jobs constitute one approach to learning salable skills in the real world. In the urban areas, every method possible should be used to help students gain such skills.

4. Young People Leaving High School or Post-Secondary Educational Institutions for the World of Work Should Be Able to Get and Hold a Job

The individual, the schools and society share the responsibility of successfully inserting young people into the world of work. The human and societal waste where this transition fails is staggering and often, in the case of the urban, poor youth, hidden behind gross statistics that conceal his plight.

One of the lessons that should be learned is that there is no reality to stopping school one day and starting work on another. For most young people and particularly in the urban areas, the process of moving from school into the work force should be gradual. There is movement back and forth, until finally the young person is amicably situated in an effective job relationship. Even there, the opportunity for reeducation and retraining is essential so that schools remain as an aid to individual effectiveness throughout life.

5. Adults Should Have Ample Opportunity for Continuing Education in the Occupational Field

Particularly in the urban areas should men and women have the opportunity for learning more about their jobs so as to advance on the job. They should be able to secure retraining for jobs conveniently and effectively. Adults will need vocational information in order to continue to make effective training and job choices.

Change in business and industry is now so rapid that relatively frequent retraining for new jobs will be the common experience.

6. Young People Should Have a Fair Chance at the Complete Range of Jobs that Exist

While everyone cannot be president of the company and someone ends up cutting the grass, there can be nothing in our schools or society that says the kid from the poverty

culture cuts the grass and the young person from the suburbs becomes the company president.

Jencks in "Inequality" says that nothing that schools do makes any difference with respect to erasing inequality of income or opportunity.

We think that although this observation may now be true, it is up to school and society together to change the situation.

Providing a fair chance for all is a great goal. It will take much effort from many people even partially to realize the goal. It means that differences among people in race, or native language, or background cannot block access to jobs. It means that unions and employers and all who come into the decision making process about jobs will act to support the goal. It means that schools will not settle for training young people for dead end jobs just to get points for placement.

PRIORITIES FOR CAREER EDUCATION

IN URBAN AREAS IN ILLINOIS

THE TARGET STUDENTS -- THOSE REQUIRING THE MOST EFFECTIVE DELIVERY SYSTEM FOR CAREER EDUCATION -- ARE YOUNG PEOPLE FROM THE POVERTY CULTURE IN THE URBAN CENTERS OF ILLINOIS.

Included are students who have dropped out of the system and those who continue through high school and community college. Students from public and non-public school systems are involved. The urgency of need, and number of young people seriously disadvantaged in the poverty area of the cities is so great that extraordinary efforts must be made to help. Hence the priority.

If the target group's career education program is made effective in meeting the goals set, the program for all other groups in the schools will automatically be improved. The target group's needs are most difficult to accomplish.

RECOMMENDATIONS

To meet these goals, with the priorities that have been established, the following recommendations have been made for the urban Illinois school systems and for the State of Illinois' relation to these systems. The recommendations are grouped by the following categories:

1. Improving the systems for occupational information and career choice
2. Improving the delivery systems for occupational education
3. Developing alternative delivery systems
4. Allocating resources according to priorities
5. Evaluating the effectiveness of the systems
6. An example of an accountability system

1. RECOMMENDATIONS FOR IMPROVING THE SYSTEMS

FOR OCCUPATIONAL INFORMATION AND CAREER CHOICE

1A. Realistic Experiences in the World of Work Should Be Provided Students in the Middle School or Junior High School, In Order to Provide an Improved Base for Selection of Occupational Choices.

It is clear that a student from the poverty culture does not know the variety of jobs that exist. He is not greatly helped by academic descriptions of jobs available. He needs to gain confidence that he can get such a job and one way is reassurance from a person from roughly the same background who holds the job. Students should see first hand what is required to get and hold a job, why skills are important, and become convinced that he can make it.

Funds should be provided for transportation of children to such learning experiences in the world of work. Credit should be given for the experience in business and industry and for related expenses of business and industry.

Many students in urban centers have no tryout experience in a variety of shops and, where available, most tryout experiences really sample only a few occupations in the trade and industry area. The great number of jobs are in business and service occupations.

1B. The State Board of Vocational Education Should Develop and Install a Suitable Computer Assisted Program of Vocational Guidance that Will Match, for Areas Within the State, Job Requirements, Student Qualifications and Anticipated Short-Term and Long-Term Job Openings. Early Installations Should Be Made in Urban Schools and Should Be Expanded to Non-School Locations. Additional

State Funds Should Be Furnished in Order that this Service May Be Provided
Schools, Using the Most Economical Delivery System Possible.

Systems of this type have been developed which would meet some of the specifications. The Bureau of Vocational Education and Rehabilitation is studying such a system now, on a developmental basis. A statewide information system using regional data and with terminals located in schools may be the least costly way to provide increasingly refined systems for vocational choice.

The potential of such a system, which could be expanded to include leads to places at which young people could get the necessary training or help to gain a job, opens up the suggestions that such a system or network be expanded beyond schools to places where drop-outs could use the resources; perhaps to libraries, or to employment centers, churches, or other agencies concerned with inner city employment.

1C. Systematic Career Planning Should Be Part of the Educational Process From
Middle Schools or Junior High School on to High School and Community College.

Now, for example, many students make out a four year high school program based upon college entrance requirements and a plan which shows how these requirements will be met by course selection in high school. All students should develop annually a career plan showing the kind of job that is the goal, the ways to get the job, the training and experience required, the skill subject knowledge needed in communications and mathematics, and the plan to get to the job. These career plans should be reviewed and revised frequently.

It is best for the student to work such plans out, if information is available, than to have some one work the plan out for the individual.

- 1D. The Office of the Superintendent of Public Instruction Should Develop and Install Computer Assisted Course Scheduling that Allows a Student to Do Much of His Course Scheduling on Computer Terminals. Such a System Would Relate What the Student Had Done to What is Needed to Be Accomplished in a Career Plan and Would Allow a Student to Deal With Course Conflicts and Other Details of Scheduling.

Such systems exist, at least in part, and could conceivably relieve counsellors in schools of one of the major consumer of counselling time - scheduling. There is much misuse of expensive, well-trained counsellors in matching students to courses, where a good data processing system could take on the great bulk of that load.

- 1E. The Urban School Districts Should Review the Allocation and Use of Counselling Time in the Schools in Order to Arrive at a More Effective Use of Counsellors and Provision for as Much Productive Time Spent in Vocational Counselling as May be Appropriate.

- 1F. The Office of the Superintendent of Public Instruction Should Review the Requirements for Counselling in the Schools and the Illinois Junior College Board Should Review Requirements With Community Colleges of the State to Assure that All New Counsellors Have a Suitable Background of Information and Experience in the World of Work.

Perhaps no person should be allowed to be a counsellor and to advise young people who had not demonstrated the ability to survive for a suitable period outside the cloisters of school and college. Most counsellors come from the classrooms

and move to counselling offices by taking classroom courses in various areas of psychology and applied psychology. The question is whether, in view of the priorities of the system, competence in vocational guidance may not be more important than counselling based upon study in psychology. The best answer may well be to provide a better balance of qualifications, varying the mix, until an effective combination has been reached.

- 1G. The Office of the Superintendent of Public Instruction Should Provide in its Certification of Counsellors for Substitution of Experience in Work for Required Course Work and for Certification for Periods of Time of Suitable People from Business and Industry for Employment as Vocational Guidance and Placement Staff in Urban Schools.

2. RECOMMENDATIONS FOR IMPROVING VOCATIONAL
EDUCATION DELIVERY SYSTEMS

- 2A. The State Board of Vocational Education and Rehabilitation Should Reorder its Funding, Credit System and Regulations so as to Encourage Vocational Education Programs to Operate on a Twelve Month School Year and to Encourage the Concept of Open Entry/Open Exit to Vocational Training.

Greater flexibility of scheduling would improve opportunities for school-business and industry relationships. It would allow students to mix employment and learning more effectively. Salable skills, expressed in terms of short-term modules instead of two year programs, could be more readily acquired. Students who are now, for the most part, kept from learning skills until the eleventh and twelfth year could start earlier to acquire such skills without jeopardizing their

general education. The efforts to keep potential drop-outs in school could be improved by earlier offering of study related to the world of work rather than continuing requirement of abstract studies until the latter half of high school.

A major outcome could be spreading of those completing training around the year so that the job market would not be flooded as it now is in June when all the available graduates of programs are dumped on the market at one time.

The State Board of Vocational Education and Rehabilitation should be funded to develop financial incentive programs to carry out this recommendation.

- 2B. The Office of the Superintendent of Public Instruction Should Require that Urban School Districts Provide in Their Plans for Specially Adapted Vocational Programs for Spanish Speaking Students.

The student without sufficient control of English has a severe handicap on the job market. The training should provide necessary help for the student to understand instruction in English and additional help in English as a second language in terms of basic communication skills.

- 2C. The Office of the Superintendent of Public Instruction Should Change the Certification Requirements for Teachers of Vocational Skills, Teachers of Related Basic Skills, and Vocational Counsellors in Order to Encourage the Movement of People Between Business and Industry and the Schools on Both Temporary and Long-Term Bases.

Currently, by action of the 1972 State Legislature, all vocational teachers must have 30 hours of formal course work and, beginning July 1, 1973, 60 hours

of formal instruction. This has caused a shortage in vocational teachers qualified to teach in various trades.

The requirement for additional course work should be repealed.

3. RECOMMENDATIONS FOR DEVELOPING ALTERNATIVE DELIVERY SYSTEMS FOR VOCATIONAL EDUCATION IN ILLINOIS URBAN CENTERS

It is likely that no one approach will ever solve so major a problem as providing career education in the urban center.

3A. The Commission Recommends that the Board of Vocational Education Cooperate with Urban School Systems to Develop Alternative Approaches to Vocational Education.

A series of suggested models are attached, which, it is recommended, be implemented: Other models should be developed so that students in urban areas have a broad series of options for vocational education.

3B. The Commission Recommends that the State Board of Vocational Education and Rehabilitation Fund an Area Vocational School in Chicago that Will Develop a New Model of Vocational Education. Such a School Will Serve a Wide Area of the City of Chicago, Will Operate Primarily through Small, Industry-Oriented Satellites, Located Strategically with Respect to the Industry, Seek Industry Support and Cooperation, and Relate Academic Education to Vocational Training.

Small educational units may be one of the most effective ways to deal with education in the large urban center. It is proposed to develop an area vocational

unit in Chicago as a network of interrelated satellite schools, each with a location near a major group of employers, and closely interrelated with the employers. As an example, one satellite of this unit could be located near the burgeoning fashion industry along North Michigan Avenue. The satellite might accommodate 100-150 students. It would be a base for study, provide basic skill training, and make entry possibilities for students into the industry by work experience, close contact with industry, use of industry personnel as a part of the staff of the school, and similar provisions. Other satellites should be planned. Close relationship with community college services should be expected.

The small units could well be established as alternative schools operating in competition with the usual vocational or academic high schools with perhaps an alternative administrative organization within the urban school system. Units operating in relationship to industrial parks, shopping centers, and similar clusters of industries, can be advanced.

- 3C. The Commission Recommends that the State Board of Vocational Education and Rehabilitation Support, as a Part of Its Program of Area Vocational Centers, a Model Area Vocational School in Chicago, Which Will Build on the Experience at Westinghouse Area Vocational Center and Which Will Carry This Development Forward in Terms of Developing Effective Delivery Systems for Vocational Education.

The Board of Vocational Education should cooperate with the Board of Education of the City of Chicago in developing a unit which will accomplish the following series of goals:

1. Show a longitudinal development of career education through elementary middle, and high schools, and community college.
2. Provide an occupational high school, to which students could transfer, that would provide salable skills in occupations, in a surrounding in which academic work is integrated with skill training in small groups, where students are given real and sympathetic attention.

The student, needing job skills -- perhaps about to drop out, or approaching graduation without job skills -- could transfer to this school. He would be assigned to a sub-unit of the school, with perhaps 100 students, where the occupation is taught, counselling takes place, and academic education, including help in basic skills of reading, communication, and math, is provided. The school would be a series of small subschools.

3. A satellite of the community college program would be located in the school, perhaps as an information system and a try-out system in the community college.
4. Job placement and vocational guidance should be provided in the building, including tryouts of proposed computer-based information and counselling systems.
5. The school would have a range of contacts with industry: work experience, close contact with employers, cooperative busing to jobs wherever they are, and the use of large numbers of personnel from industry in the training and advising relationships. Grants to industry and business to cover costs of student training should be included in the project costs.
6. Simulations of business and industry should be used to induct students into the world of work.

7. The school could provide housing, technical support, and training programs for business and industry, which may be invited to locate in the center. This could involve branch operations of large industry, new industries, or business that, with help, could provide jobs and income in the City. Perhaps these would be nurtured in the complex, and then rehoused in the community after they had gotten on a sound basis. In the meantime, they would pay their way to the school as a training situation for workers.
8. It is likely that the remodelling of an existing commercial or industrial building would be most useful to house such a conglomerate educational enterprise.

In this connection, various sections of the FY 1973 State Plan can be involved in research under Part C, Item 5B, feasibility of joint agreements for utilization of post-secondary, area vocational, and secondary school resources, and exemplary programs funds, such as Part D, Items 7B1, 2. State funds should be made available to assist in the development of such programs.

- 3D. The Commission Recommends That The Office of Superintendent of Public Instruction Investigate the Possibility of Joining With The National Association of Secondary School Principals in Testing a Program in Action-Service Learning Using Appropriate Urban High Schools for this Purpose.

The National Association of Secondary School Principals, as a part of its program entitled "American Youth in the Mid-Seventies", has proposed a substantially increased immersion of high school students in the real world by using volunteer work experience in local governmental and non-profit agencies. Examples of such agencies are hospitals, waste recovery projects, day care centers, institutions for the elderly and a wide variety of service institutions. High school students, in well operated programs would gain experience, learn skills, and get high school credit by such volunteer work.

When it is known that the alternatives for youth, particularly urban youth, are limited since employment is low for this group, early marriage is no longer acceptable, and leaving high school for work is no longer really acceptable even though staying in traditional school for many has little to offer; the opportunity for significant educational experience through service action-learning should be seized. Voluntary public service should be seen as complementing work experience in the private sector, extending the opportunity for work experience to more students beyond the capability of private business to absorb students part-time.

Funds may be needed to join the NASSP in learning what kind of educational outcomes can be expected, how to give school credit for such learning and what work projects would best supplement the school experience. Transportation to and from jobs, insurance, and supervision of students would be costs of the experimental projects. For some students in the disadvantaged group some payment for work may be necessary.

4. THE COMMISSION RECOMMENDS THAT THE PROVISION AND ALLOCATION OF STATE FINANCIAL RESOURCES BE REORDERED BEGINNING IN FY 1974 IN ORDER MORE ADEQUATELY TO MEET THE PRIORITIES FOR PROVISION OF EFFECTIVE VOCATIONAL EDUCATION PROGRAMS FOR DISADVANTAGED YOUTH IN URBAN CENTERS

4A. The Commission Recommends that the State of Illinois Increase Its Share of the Financial Support of the Vocational Education Program, so as to Provide Through State and Federal Funds the Actual Difference in Cost Between Operating General Secondary Education Programs and Vocational Education Programs.

Vocational education costs more than general academic education largely because for safety reasons in working with equipment, large classes cannot be used, because of the cost of equipment and supplies, and because the requirements of teaching job skills requires small classes. Both State and Federal funds for reimbursement of the extra costs for vocational education have not changed in recent years. On the other hand, as a matter of public policy there has been a great effort to increase the number of students in vocational education. This has happened and as the number of students enrolled has soared, the reimbursement for the extra cost for each student has dropped. In order to expand the program for vocational training, school systems have had to divert money from the general program to this purpose. The urban school systems just don't have the funds.

The Commission has been advised that it would require approximately \$13,000,000 a year to put vocational education in Illinois at a parity with general education. It is recommended that as the matter of revision of state aid to public education is considered, the extra costs of vocational education above that of general education should be once again entirely borne by combined State and Federal reimbursement.

- 4B. The Commission Recommends that Additional Vocational Centers Be Funded the State of Illinois for Construction in Urban Areas. Where Local Educational Agencies Cannot Provide Matching Funds as Now Required, the Board of Vocational Education, Upon Verification of this Fact, Should Provide 100% of the Cost of Construction and Equipment.

The Fiscal Year 1973 State Plan calls for construction of five area vocational schools in Fiscal 1973, and a total of 20 additional projects in the next three years. The needs of the urban areas for these kinds of facilities has not been properly met. Initiation of projects depends upon local initiative. When local funds are not available, as is frequently the case in urban areas, projects are not undertaken. The priorities of the urban vocational education program require that vocational opportunities be available for urban youth.

The Board of Vocational Education and Rehabilitation should develop appropriate standards to cover the proposal to provide full State funding for construction.

4C. The Commission Recommends that the Requirements for Establishment of Area Vocational Centers be Modified to Relate More Closely to Needs of Urban Areas.

Present requirements are oriented to less densely populated areas including a requirement that the center serve more than one school district and that the centers serve a geographical area. The urban scene suggests that some criterion such as numbers of high school students or numbers of students of secondary school requiring vocational education be used as a more reliable indication of need.

4D. The Commission Recommends that the State Board of Vocational Education Revise its Allocation of \$3,000,000 of Federal Funds Annually from Sole Use in Equipping New Area Vocational Schools to Providing Substantial Portions of Replacement and Modernization of Equipment in Urban Vocational Facilities.

Currently, all Federal vocational funds for capital expenditure are assigned to equipping new area vocational schools. Since these schools are not generally found in the urban center, an appropriate part of the funds should be diverted to the urban school systems to outfit vocational shops or to replace equipment that is now worn out or obsolete.

5. THE COMMISSION RECOMMENDS THAT THE STATE BOARD OF VOCATIONAL EDUCATION OVERHAUL ITS STATEWIDE SYSTEM OF EVALUATION OF VOCATIONAL EDUCATION IN ORDER THAT THE EVALUATION OF PROGRAMS CAN MEASURE WITH SOME PRECISION THE EFFECTS OF EFFORTS OF THE STATE AND THE URBAN COMMUNITIES IN MEETING THE GOALS OF THE PROGRAMS

5A. The Board of Vocational Education and Rehabilitation Should Continue to Improve its System of Evaluation of Existing Programs by the Inclusions of More Specific Data on the Successes and Failures of its Programs, as a More Refined Measure of Accountability.

A review of the evaluation of programs, while showing evidence of considerable involvement of staff, outside staff, former students, and representatives of business and industry, resulted in evaluations in which staff qualifications and course offerings were consistently rated as "above average."

How does an above average rating correspond to the rather absolute standard of whether or not a student can get a job when he graduates? It is therefore clear that evaluation should embody the following concepts:

1. Measures should be stated so far as possible in absolute terms (i.e., the quality of instruction is adequate, or inadequate, not above or below average.)
2. Recommendations of the evaluation should be more directly tied to objectives that can be measured, such as specific skills in the trade or success on the job.

5B. The State Board of Vocational Education Should Develop a Systematic Process of Follow-Up on a Sampling of Students Who Have Graduated From, or Left, the Vocational Education Program in the State.

An expertly constructed, continuing, small sample follow-up of students, including a long-term survey of drop-outs and graduates from secondary schools and community colleges should be a function of the State Board of Vocational Education.

The State Agency may perhaps secure access to central data sources, such as State and U. S. social security records, and should, in the process, include safeguards to preserve anonymity (i.e., records should not be available on an individual basis from the data bank for any purpose.)

The development of the plan for the implementation of this system should be the cooperative effort of a committee, including representation from the Office of Public Instruction, the major urban school systems (particularly Chicago), and consultants with skills and experience in the areas of data collection, sampling theory, research design, data management, and electronic data processing.

The strongest argument for this recommendation is the current lack of information in all school systems concerning the post-graduate or post-dropout activities of their students, which is one of the most important criteria of success or failure of the education process. The need

for these data is underscored by the works of Jencks, which indicates little or no correlation between existing measures of school output (test scores, grades) and the success of the individual. Clearly, new measures of educational effectiveness must be developed if progress is to be made in establishing a genuine basis for evaluating school systems and programs, and for instituting accountability.

5C. The Commission Recommends that the Board of Vocational Education and Rehabilitation Intensify its Efforts to Assist School Districts in Developing One- and Five-Year Plans for Vocational Education.

Of particular concern should be the coordination of data from a variety of sources to utilize realistic manpower data and the inclusion of realistic data on evaluation and success of young people in obtaining appropriate jobs as a basis for redirection and funding of programs.

Recommendations have been made earlier for State efforts to provide data to school districts indicating manpower needs and relating these to the Office of Education Codes for training programs. The estimated output of training programs authorized by the Board of Vocational Education, and the programs offered by other agencies, should be included in the data.

The intention of the Commission is to urge that the State agencies take on the function of providing or making available data in more usable form to aid local educational agencies in developing improved local plans for vocational education.

6. THE COMMISSION RECOMMENDS THAT THE STATE OF ILLINOIS UTILIZE THE PROGRAMS OF VOCATIONAL EDUCATION IN THE PUBLIC SCHOOLS AND COMMUNITY COLLEGES IN URBAN AREAS OF THE STATE AS A PILOT MODEL IN THE ESTABLISHMENT OF A MORE GENERAL SYSTEM OF ACCOUNTABILITY IN URBAN EDUCATION.

The summary and recommendations of this report on vocational education in urban areas in Illinois is organized in a general way to illustrate the elements of an accountability system. A detailed study report "Accountability in Education"⁽¹⁾ has been prepared for the Commission by William R. Hazard.

The report on vocational education lists goals and priorities, proposes programs to meet those goals and by implication includes existing programs, suggests development of alternative delivery systems, recommends shifts in resource allocation to accomplish goals, has recommendations on strengthening the evaluation system and, in short, urges much more careful planning of programs.

An accountability system involves shared commitment of state, community, business and industry and schools to reach goals. The system should account to all the people how successful the plans were in meeting the goals, and what is needed to be done by all involved to improve the effectiveness of the program toward achieving what has been set out to be done.

⁽¹⁾ Hazard, William R., "Accountability in Education", A Study Report Prepared for the Illinois Commission on Urban Education: December, 1972, 62 pp.

STATUS REPORT TO THE
ILLINOIS COMMISSION ON URBAN EDUCATION

BY THE
DEPARTMENT OF URBAN EDUCATION
OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION
1972-1973

Michael J. Bakalis, Superintendent
James Elsbery, Director, Department of Urban Education

Department of Urban Education

Status Report to the

Commission on Urban Education

1972-1973

Prescribed Legislative Functions

Senate Bill 805 mandated that a Department of Urban Education be established and that its functions and assignments be the following:

Sec. 2-3.37. Department of Urban Education.

To establish a Department of Urban Education to be fully operative by January 1, 1972, to work in conjunction with the Commission on Urban Education, created by the 77th General Assembly, in defining urban school needs and developing responsive models, projects and programs for meeting the needs of urban school systems. The Department of Urban Education has the power and duty to:

(1) Coordinate all private and public resources available for urban education, develop criteria for evaluating all special, experimental, research, and remedial educational programs undertaken by urban school districts; utilize these criteria for evaluating all such programs, individually and collectively, coordinating such programs where possible; collect and disseminate information on all such programs to all urban school districts in the State; conduct research and design projects and programs for use by urban school districts; and encourage and facilitate the installation and evaluation of innovative programs in urban school districts.

(2) Develop an experiment for local school governance for implementation, by agreement with the local school board in any school district, including those governed by Article 34 of this Act, having a weighted average daily attendance of 20,000 or more. Such an experiment may include areas of staffing, curriculum, fiscal policy, accountability, evaluation and any other powers or duties conferred by law on local school boards. In implementing such an experiment, provision shall be made for

(a) establishment of an equal number of control and experiment groups, each to contain not more than $\frac{1}{4}$ of the districts' weighted average daily attendance population or 50,000 pupils, whichever is less;

(b) election within the territorial limits of the experimental area, under Article 9 of this Act, of a local governing board for each experiment group, to assume office September 1, 1972, and to govern the experiment group for 3 years thereafter. Said governing board shall consist of no more than 7 members all of whom must live within the experimental area;

(c) continued governance of the control groups by the school board for the district; and

(d) the powers and duties to be exercised and performed by the local governing boards of the experiment groups during the 3 year period, such powers and duties to be subject to modification by agreement between the Department and the school board of such district.

(3) Provide grants of not less than \$100 nor more than \$200 per average daily attendance pupil in each experimental group to each school district participating in an experiment under this Section for paying the costs incurred by the district in implementing the experiment and the cost of related innovative programs related to urban education programs conducted by the district with the approval of the Department. Such grants may not be used to increase the general per pupil expenditures in the district nor to affect the entitlement of the district to State aid under Article 18 of this Act.

(4) Submit semi-annual progress reports to the Commission on Urban Education, and to assist the Commission in preparation of a final report regarding the experiments, including recommendations of suggested legislation, to the General Assembly upon conclusion of the experiments. (See Appendix A)

Prescribed Commission Subjects of Study

The present Commission on Urban Education was to monitor the Department of Urban Education to see to it that these functions and assignments were carried out.

The Commission indicated that its major focus for the coming year would be as follows:

- I. Role of Vocational Education in Urban Schools
 - A. As part of the regular curriculum
 - B. Availability to urban school dropouts
- II. Concept of Community Participation in Urban Schools
 - A. Coordination of experiments in decentralized school governance with OSPI Department of Urban Education
 - B. Other forms of participation
- III. Educational Accountability in Urban Schools -- Administrators, Teachers and Students
 - A. Methods of determining accountability
 - B. Areas of consideration may include:
 - (1) Disparate reading levels among urban schools
 - (2) Disparate reading levels between urban and suburban schools
 - (3) Teacher certification laws, practices
 - (4) Comparisons with private school programs
- IV. Ways the Commission May Stimulate Change
- V. Monitoring of State and Federal Legislation Pertaining to Urban Education

The Commission has indicated that it expected this Department to deal with those issues listed above within its special purview. The Office of the Superintendent of Public Instruction has determined what its areas of primacy will be. In both instances the Department of Urban Education is critically affected. It must be remembered that this Department, in its three-year decentralization study, will be monitoring and evaluating the performance, in one way or another, of some 70,000 school children. It will be conducting a three-year study which will include the design,

utilization of questionnaires for at least 30,000 individuals; standardized testing of thousands of school children throughout the State of Illinois; the gathering of data and information from all schools involved in the three-year study; constant monitoring of the decentralization programs for three years; and writing of interim and final reports. It must not be forgotten that this Department must monitor activities in eight areas of the State. This, in and of itself, means having personnel who will act as liaisons between this Department and those areas, along with all other duties that said personnel will have to fulfill. These are just some of the primary features to which we must be attentive.

Ongoing and Completed Activities

The Department of Urban Education (DUE) is presently engaged in carrying out its assignments mandated by Senate Bill 805. It has established a model research design for an experiment in local school governance (LSG). This design will be adapted by OSPI and the respective volunteer school systems to meet their needs. Based upon the completion of an agreeable adaptation of the LSG study which should provide each individual school system with pertinent information on their school system, it was expected that we should have letters of intent by March 1, 1973, from at least five of the eight eligible school systems indicating their willingness to participate. These letters of intent were to be general in nature, indicating not only the willingness to participate in the LSG study, but providing for some type of locally-elected school board, advisory board, etc.

From sixty to eight percent of this Department's efforts are presently being expended in the area of the LSG study in order to meet an agreed upon timetable.

From twenty to forty percent of our efforts, however, are directed to areas other than the decentralization study. These efforts are divided into several parts. For some time, we have been developing a monthly report with regard to a content analysis of those newspapers, both English and non-English-speaking, published in each of the eight eligible areas. At the same time, we are also looking at the New York Times and the Washington Post which provide a more national picture of educational events. We are performing this analysis so that we may have a better view of what established organizations, institutions, and local leaders -- including the school systems themselves -- perceive to be their most immediate educational and ancillary needs. We now believe that this report is in such a format that it will be of value to other departments such as Ethnic Education, Bilingual Education, and any other interested departments in OSPI.

This Department is now developing bibliographic "data banks" of critical urban problems. One data bank lists books, journals, etc., by author, title of work, publisher, year of publication, and general content. The other data bank is more content oriented and gives the content in synoptic form for all books and materials we read. These will be available for the general use of all OSPI staff. Once it is generally known by other departments in OSPI that such data banks exist, any necessary research on their part to develop a program or topic will be simplified. Therefore, other departments may spend most of their time at what they do best: the development of programs directly related to the urban problems as we see them.

Through a series of seminars, all members of the Department are being educated to various research approaches, the importance of statistical analysis, the questions surrounding such topics as standardized testing and criterion-referenced testing, and research design and analysis. It is believed that the more general, yet strong, the background had by all members of the staff, the more valuable they will be in researching

and reading material in terms of appropriate interpretation, analysis and critique.

Ongoing Activities for LSG Study

Preparations have been in progress for the Local School Governance Study that is scheduled to begin in September 1973. The questionnaires for the participating communities have been developed. A cost-analysis has been completed with respect to the testing of the school children. Decisions have been made regarding the utilization of the Metropolitan Standardized Achievement Test, the grade levels to be tested, and the testing schedule. The bi-annual testing will occur once in September or October and again in May. Interim and final reports have been written and submitted to the Commission indicating the progress of DUE regarding the Study during the year 1972-1973. DUE will continue to prepare and submit interim and final reports to the Commission.

Program guidelines have been prepared for the school systems. The guidelines have already been accepted by the systems and are reproduced in Appendix B.

It is still intended that the elected officials, regardless of the type of governance in which they will be involved, will be trained in a program carried out under the auspices of the Office of the Superintendent of Public Instruction. The appropriate training materials have been developed by DUE including a training program and a handbook.

The efforts of DUE to date have resulted in the receipt of letters of intent from five of the eligible school systems. Those systems willing to participate in the LSG study are Chicago, Springfield, Mt. Prospect, East St. Louis, and Elgin.

Projected Activities

The next step, already underway, is a series of meetings between DUE and each school system with respect to the development of models for school governance. These

meetings will eventually lead to the signing of contracts by July 1, 1973. Other activities and their projected dates are listed as follows:

1. School systems' revisions made to decentralization study July 1, 1973
2. Collecting interviews, cleaning, developing, coding instruments and punching data. September 1973
3. Data processing and print out. October 1973
4. Hiring and training of LSG trainers July-August 1973
5. Hold elections in all five communities Sept.-Oct. 1973
6. Training LSG boards Sept.-Nov. 1973
7. Reading and approving proposals submitted by participating school districts February-June 1973
8. Administer standardized reading tests to grades 2, 3, 9, and 11 in all five participating communities. Sept.-Oct. 1973
9. Collecting pre-determined data from all five communities Aug.-Sept. 1973
10. Hold workshops in all five areas Nov. 1973-Apr. 1974
11. Collect data, code, printout, interpret. Sept.-Dec. 1973
12. Analyze data from interviews for inclusion in interim report Sept.-Dec. 1973
13. Workshops in five areas participating in study for teachers Nov. 1973-Apr. 1974
14. Final report June 1974

SENATE BILL 805

SYNOPSIS: (Ch. 122, par. 10-23, new 2-3.37, 10-23.9)

Amends and adds to the School Code. Creates Department of Urban Education in Office of Superintendent of Public Instruction. Sets out powers and duties. Provides for development and implementation of 3 year experiment beginning September 1, 1972, in local governance of experiment groups within districts having weighted ADA of 20,000 or more. Authorizes such districts to enter agreements to implement experiments. Appropriates to Superintendent of Public Instruction \$187,451 for ordinary and contingent expenses.

FORM ONLY
APPROVED
LRB

AMENDED

INTRODUCED April 15, 1971, by Senators Fawell,

Coulson, Mitchler, Rosander, Dougherty, Cherry and Hynes.

A BILL FOR

SB 805

1 (4) Submit semiannual progress reports to the
2 Commission on Urban Education, and to assist the Commission
3 in preparation of a final report regarding the experiments,
4 including recommendations of suggested legislation, to the
5 General Assembly upon conclusion of the experiments.

6 Sec. 10-23. Additional powers of board.) Boards of
7 education have the additional powers enumerated in Sections
8 10-23.1 through 10-23.9 ~~10-23-8~~.

9 Sec. 10-23.9. Experiments in urban districts. In
10 school districts, including those governed by Article 34
11 of this Act, having a weighted average daily attendance of
12 20,000 or more, to enter into an agreement with the Department
13 of Urban Education in the Office of Superintendent of Public
14 Instruction to implement experiments in local school governance,
15 election and delegation of powers and duties to local governing
16 boards for such experiment groups, and the implementation of
17 an experiment in urban education for a 3 year period beginning
18 September 1, 1972, all pursuant to Section 2-3.37 of this Act.

19 Section 2. The sum of \$115,000, or so much thereof as
20 may be necessary, is appropriated to the Superintendent of
21 Public Instruction for the ordinary and contingent expenses
22 of the Department of Urban Education created by this Act.

FORM ONLY
APPROVED
LRB

1 of this Act, having a weighted average daily attendance
2 of 20,000 or more. Such an experiment may include areas
3 of staffing, curriculum, fiscal policy, accountability,
4 evaluation and any other powers or duties conferred by
5 law on local school boards. In implementing such an
6 experiment, provision shall be made for

7 (a) establishment of an equal number of control and
8 experiment groups, each to contain not more than 1/4 of the
9 districts' weighted average daily attendance population or
10 50,000 pupils, whichever is less;

11 (b) election within the territorial limits of the
12 experimental area, under Article 9 of this Act, of a local
13 governing board for each experiment group, to assume office
14 September 1, 1972, and to govern the experiment group for
15 3 years thereafter. Said governing board shall consist of
16 no more than 7 members all of whom must live within the
17 experimental area;

18 (c) continued governance of the control groups by the
19 school board for the district; and

20 (d) the powers and duties to be exercised and performed
21 by the local governing boards of the experiment groups during
22 the 3 year period, such powers and duties to be subject to
23 modification by agreement between the Department and the
24 school board of such district.

25 (3). Provide grants of not less than \$100 nor more than
26 \$200 per average daily attendance pupil in each experimental
27 group to each school district participating in an experiment
28 under this Section for paying the costs incurred by the
29 district in implementing the experiment and the cost of related
30 innovative programs related to urban education programs
31 conducted by the district with the approval of the Department.
32 Such grants may not be used to increase the general per pupil
33 expenditures in the district nor to affect the entitlement of
34 the district to State aid under Article 18 of this Act.

THE UNIVERSITY OF CHICAGO

DEPARTMENT OF THE HISTORY OF ARTS

AND ARCHITECTURE

OFFICE OF THE DEAN

CHICAGO, ILL.

1950

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1960

1 AN ACT to amend Section 10-23 of and to add Sections
2 2-3.37 and 10-23.9 to "The School Code", approved March 18,
3 1961, as amended, and to make appropriations in connection
4 therewith.

5
6 Be it enacted by the People of the State of Illinois,
7 represented in the General Assembly:

8
9 Section 1. Section 10-23 of "The School Code",
10 approved March 18, 1961, as amended, is amended, and Sections
11 2-3.37 and 10-23.9 are added thereto, the amended and added
12 sections to read as follows:

13 Sec. 2-3.37. Department of Urban Education. To
14 establish a Department of Urban Education to be fully
15 operative by January 1, 1972, to work in conjunction with
16 the Commission on Urban Education, created by the 77th
17 General Assembly, in defining urban school needs and developing
18 responsive models, projects and programs for meeting the needs
19 of urban school systems. The Department of Urban Education
20 has the power and duty to:

21 (1) Coordinate all private and public resources avail-
22 able for urban education, develop criteria for evaluating all
23 special, experimental, research, and remedial educational
24 programs undertaken by urban school districts; utilize these
25 criteria for evaluating all such programs, individually and
26 collectively, coordinating such programs where possible;
27 collect and disseminate information on all such programs to
28 all urban school districts in the State; conduct research
29 and design projects and programs for use by urban school
30 districts; and encourage and facilitate the installation and
31 evaluation of innovative programs in urban school districts.

32 (2) Develop an experiment for local school governance
33 or implementation, by agreement with the local school board
34 in any school district, including those governed by Article 34

APPENDIX B

State of Illinois
Office of the Superintendent of Public Instruction
Michael J. Bakalis, Superintendent

DEPARTMENT OF URBAN AFFAIRS
Urban Education Section

The following introduction and guidelines should assist you in program proposals and development with regard to your participation in the State "decentralization" study.

Introduction

Each district is to receive between \$100 and \$200 per child totalling one-fourth ($\frac{1}{4}$) of the weighted average daily attendance. The administrative costs of approximately \$235,768 will be taken out of the overall requested grant sum. This figure is subject to marked reduction based upon the type of studies designed for each district.

The table below indicates the respective sums to be received by each district.

DISTRICT	$\frac{1}{4}$ OF STUDENT POPULATION*	$\$100 \times \frac{1}{4}$
Chicago	50,000	\$5,000,000.00
Rockford	10,000	1,000,000.00
East St. Louis	5,000	500,000.00
Mr. Prospect	5,000	500,000.00
Peoria	5,000	500,000.00
Elgin	5,000	500,000.00
Springfield	5,000	500,000.00
Decatur	5,000	500,000.00
TOTAL	90,000	\$9,000,000.00*

* The sum of \$9 million would be a total if, and only if, all eight districts were to participate. See attached legislation regarding one-fourth student population.

Guidelines

1. Program funds are not to be used exclusively in the experimental (LSG) schools, but dispersed more widely in order to avoid contaminating the experiment with the variable "money."
2. The money is not to be used for items with no direct educational output. It must not be used for capital improvements, e.g., buildings, materials, desks, etc.
3. Allocated sums may not be used to increase teacher salaries or to hire teachers or other school personnel unless they are directly related to the program for which the monies are being spent. Where new personnel are employed, if program is proven to be successful based upon developed evaluation techniques, the district must indicate how it intends to incorporate said program and personnel into its regular school budget by the end of the three-year project.
4. There must be both formative and summative evaluation of the programs. If desired, the Department of Urban Education will assist in setting up the evaluation design. All costs for evaluating system-developed programs are to be borne exclusively by the district.
5. The submitted proposal must be in triplicate with an evaluation design and detailed budget.

NOTE: The grant money will not affect the entitlement of the district to state aid. Each year the monies will be distributed in three to four payments throughout the year. It is intended that the initial payment will be received by the participating district prior to implementation of the program and commencement of the school year.

Dr. Stanton Leggett assisted the Illinois Commission on Urban Education in the preparation of the Report on Vocational and Technical Education in Urban Areas.

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Dr. James Elsbery assisted the Illinois Commission on Urban Education in the preparation of the Interim Report on School Decentralization. Dr. Elsbery is director of the Department of Urban Education, State of Illinois, Office of the Superintendent of Public Instruction, and is a consultant to such school systems as New York City, Philadelphia, Bridgeport, Connecticut, and Plainfield, New Jersey; and to the National Urban League. He holds a Ph.D. degree from Columbia University in the field of sociology with a specialization in urban education.



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